Exhibit 8

IN THE UNITED STATES DISTRICT COURT FOR THE MIDDLE DISTRICT OF TENNESSEE NASHVILLE DIVISION

BONGO PRODUCTIONS, LLC, ROBERT BERNSTEIN, SANCTUARY PERFORMING ARTS LLC, and KYE SAYERS, Plaintiffs,) NO. 3:32-cv-00490 VS.) JUDGE TRAUGER CARTER LAWRENCE, Tennessee State Fire Marshal, in his official capacity, CHRISTOPHER BAINBRIDGE, Director of Codes Enforcement, in his official capacity, GLENN R. FUNK, District Attorney General for) the 20th Judicial District, in his official capacity, and NEAL $\,$) PINKSTON, District Attorney General) for 11th Judicial District, in his official capacity, Defendants.

WEB CONFERENCE/REMOTE DEPOSITION OF

OFFICE OF THE TENNESSEE FIRE MARSHAL AND OFFICES OF THE DISTRICT ATTORNEYS GENERAL By and Through: Joyce Leigh Ferguson

December 20, 2021



The Ultimate in Professional Reporting...

LYNETTE L. MUELLER, LCR, RDR, CRR, FAPR LCR No. 351

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The web conference/remote deposition of OFFICE OF THE TENNESSEE FIRE MARSHAL AND OFFICES OF THE DISTRICT ATTORNEYS GENERAL, By and Through: Joyce Leigh Ferguson, is taken on December 20, 2021, on behalf of the Plaintiffs, pursuant to notice and consent of counsel, beginning at approximately 10:11 a.m.

This web conference/remote deposition is taken pursuant to the terms and provisions of the Federal Rules of Civil Procedure.

The right to read and sign was requested.

1 APPEARANCES 2 **ALL PARTIES APPEARING VIA ZOOM WEB CONFERENCE** 3 FOR THE PLAINTIFFS: 4 MALITA PICASSO, ESQ. 5 American Civil Liberties Union Foundation 125 Broad Street 6 18th Floor New York, NY 10004 7 (212) 549-2633 8 and 9 THOMAS H. CASTELLI, ESQ. American Civil Liberties Union 10 Foundation of Tennessee P.O. Box 120160 Nashville, TN 37212 11 (615) 320-714212 FOR THE DEFENDANTS: 13 ALEXANDER S. RIEGER | SENIOR ASSISTANT 14 ATTORNEY GENERAL Public Interest Division, Office of the 15 Tennessee Attorney General War Memorial Building 16 301 Sixth Avenue North Nashville, TN 37202 17 (615) 741-240818 COURT REPORTER: 19 Lynette L. Mueller, LCR, RDR, CRR, FAPR, MS-CSR, AR-CCR 20 Tennessee LCR No. 351 Mississippi CSR No. 1794 21 Arkansas CCR No. 788 Omega Reporting 22 6465 North Quail Hollow Road Suite 200 Memphis, TN 38120 23 901.827.8671 24 Lynette@OmegaReporting.com 25

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OFFICE OF THE TENNESSEE FIRE MARSHAL AND OFFICES OF THE DISTRICT ATTORNEYS GENERAL

By and Through: Joyce Leigh Ferguson,

having been first duly sworn, was examined and testified as follows:

EXAMINATION

BY MS. PICASSO:

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- Q. Good morning, Ms. Ferguson. Thank you so much for taking the time to speak with us today.
- So can I just start by asking you to state
 your full name and spell it, if you wouldn't mind, just
 to have it on the record. Thanks.
- A. Full legal name is Joyce Leigh Ferguson. I go
 by Leigh Ferguson. L-E-I-G-H F-E-R-G-U-S-O-N.
- 15 Q. Thank you.
- And have you ever been deposed before?
- 17 A. No.
- Q. Okay. So I'm going to just give you some general information; lay out some ground rules about how to, you know, respond and things. And so if you
- 21 have any questions, you can just let me know.
- But generally, you know, we're looking for clear, verbal responses to the questions. And if you wouldn't mind, just let me finish asking questions
- 25 before you respond. And that way, we can let the court

- going to use the term "Tennessee Building Code." Thank
 you for the -- thank you for the correction.
- A. If not, I may need to clarify another answer earlier that I can answer these questions.

 Building Code.
- 6 Q. Yes. No. Absolutely.

So I will refer to the "Tennessee Building Code."

So, generally speaking, can you tell me how the Tennessee Building Code, the provisions are enforced. So we can start from just, you know, the beginning a business is created and wants to start -- or open a building or facility to the public. And so what would be -- at what point would the SFMO be involved in that process?

A. Okay. I'll answer this question initially for a business that's in the jurisdiction where we have the authority having jurisdiction.

So our office has the authority, by statute, to adopt and enforce a Building Code. That process is done by rule. So our rules set forth which codes apply. Those codes apply regardless of whether our office does any plans review or inspections.

So there are some buildings in our jurisdiction that we don't inspect or do plans review

- for, because they don't meet a threshold requiring that additional review. So generally, for schools, jails, places of assembly over 300, that's when we're going to become involved to do a plans review and, then, in construction inspection. We do not --
- 6 Q. Okay. And when -- sorry.

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- A. I was just going to say: We do not inspect every building that's constructed in our jurisdiction.
 - Q. Okay. And thank you.
- And when you say a "plans review," could
 you explain to me what a "plans review" is.
- A. So for those -- for example, schools, jails, or places of assembly over 200, they are required to have architects draw and submit sealed plans to our office for review. So when we say a plans review, we mean architectural plans.
 - So they look at things like sprinkler -fire sprinkler systems, means of egress, fire
 separation, things of that nature. Obviously that's
 not all that they're looking at, but those are some of
 the primary things they do look at.
 - Q. Okay. Thank you.
- And would a plan -- would a plan that is submitted for plans review include a, for example, location of a restroom?

- A. So the Plumbing Code --
- 2 Q. Yes.

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A. -- has minimum requirements for plumbing
fixtures based on the occupant load. My understanding
is that it's simply a plumbing fixture based on the
occupant load. However, if an assembly designates a
facility -- never mind.

What's the question again?

- Q. That the -- if a business were to submit a plan for a plan review, would that plan generally include the existence or location of restrooms?
- A. To ensure that the building complied with the plumbing -- the minimum fixture plumbing requirements in the Plumbing Code, yes.
- Q. Okay. Thank you.
- And so, again, just talking about the buildings that would have to submit a plan, which I heard you limit that, so just talking about those businesses.
- Once a plan is submitted and reviewed and what -- would the Agency then issue a license? Like, what would be the next step in that process once a plan has been reviewed?
- A. So after the minimum requirements established by rule for the plan review have been met, they

- would -- I believe they issue a letter saying it's been
 approved. That -- the commercial -- the
- 3 Code Enforcements section doesn't issue permits. So it
- 4 wouldn't necessarily be a permit. It would be an
- 5 approval letter for the plan, and that would allow them
- 6 to begin construction.
- $7 \mid Q$. Okay. And -- okay.
- So would a -- would a business be required
 to seek a permit through SFMO? Or is that a separate
 agency that handles requests for permits to operate a
- A. So a local jurisdiction would be able to provide that, if their local rules require it.
- Q. Okay. So once the letter approving a plan is sent and the building -- and the business begins

construction of the building, at what point after that

- would SFMO be involved again prior to opening to the
- 18 public?

building?

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16

- 19 A. So there are -- there would be periodic
- 20 inspections, construction inspections, and likely
- 21 electrical inspections.
- 22 Q. Okay. And who would conduct those
- 23 inspections?
- 24 A. The authority having jurisdiction. So for
- 25 buildings in the State Fire Marshal's jurisdiction, it

- would be inspectors employed by the Codes Enforcement
 Division.
- 3 Q. Okay. And approximately how many code
- 4 enforcer inspectors are there?
- 5 A. I don't know. I work with, primarily, the
- 6 manager. So I don't know that number.
- 7 Q. Okay. Great.
- 8 So there would be construction inspections
- 9 throughout -- would it just be one construction
- 10 inspection that occurs while construction is happening?
- 11 Or would there be multiple construction inspections?
- 12 A. There's usually multiple.
- 13 Q. Okay. And then once construction has been
- 14 completed, would there be another inspection that
- 15 occurs prior to opening to the public?
- 16 A. A final inspection is required before a
- 17 | Certificate of Occupancy is issued, and that is what
- 18 gives permission to open.
- 19 Q. Okay. So the Certificate of Occupancy is what
- 20 gives a building permission to open to the public?
- 21 A. Yes.
- 22 Q. Okay. And --
- 23 A. From a Building Code perspective.
- 24 Q. I'm sorry?
- 25 A. From a Building Code perspective. There might

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be local rules that --
1
2
              Right.
    Q.
 3
             Okay.
    Α.
 4
              Great.
                      That makes sense. Thank you.
    Ο.
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                  And those local -- so that is -- yeah.
6
                  So this is from the state agency?
7
    there would be additional requirements from local --
8
    from local governments as well?
9
              There may be. I just can't speak to that.
    Α.
10
    Q.
              Okay.
                     So once the -- once a business has
    received a Certificate of Occupancy for a building,
11
12
    would SFMO come in again to conduct additional
    inspections after opening?
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14
              Only if we receive a complaint.
15
              Okay. So there would not be continued
    periodic inspections, other than in response to a
16
    complaint?
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             Only schools and jails receive annual
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    inspections.
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    Q.
             Okay.
21
              Commercial occupancies do not.
              Okay. And other buildings -- privately
22
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operated buildings with occupancy over 300 people,

those would not receive periodic inspections, other

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than those in response to a complaint?

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we adopt.

Q. Okay. So thank you for that response.

And I'd like to ask you a little bit about complaints at this point. So you mentioned that SFMO or its agents would conduct some sort of inspection in response to a complaint; is that correct?

- A. If the complaint is within our jurisdiction, yes, we would conduct an inspection.
- 9 Q. And by "within your jurisdiction," do you mean 10 geographical jurisdiction or legal jurisdiction?
 - A. So the Code jurisdiction, if we are the authority having jurisdiction. If we are not the authority having jurisdiction, we would refer it to the jurisdiction that is.
 - Q. Okay. And are there instances in which there would be multiple agencies or governments that have jurisdiction over a particular building and/or building -- Building Code provision?
 - A. The statute sets forth that there is concurrent jurisdiction. However, the practice of the office has been not to -- to allow the locals, if they are an exempt jurisdiction, to be the primary enforcement authority, unless there is a conflict. And then the State Fire Marshal would help resolve that conflict.

risk of hazard from fire.

Q. Okay. Thank you.

And are there other provisions beyond -- strike that, please.

Would there be other types of violations of provisions of the Tennessee Building Code, other than those that pose a risk of fire or serious hazard from fire, that as a matter of practice the Agency would pursue if a local jurisdiction or some other government entity that shares jurisdiction chose not to pursue enforcement?

MR. RIEGER: I would object to the form of the question.

But go ahead and answer, please.

- A. So that's really getting into a policy question, and I'm not the one that makes those policy determinations. There are -- there are provisions in the state -- in the statute that require notice of a violation, but it doesn't necessarily require immediate action. I think that's my -- that's -- period.
- 21 Q. Okay. Thank you.
 - And when you say "notice of a violation," is that -- is that notice to -- who is that notice directed to and who would send that notice?
 - A. So it would depend on the violation. There

are provisions that require notice to be sent to the property owner and, then, there is a requirement if the State Fire Marshal's office determines that the exempt jurisdiction is not enforcing the Building Code, that we would provide notice to the exempt jurisdiction that we are aware of a provision that they are not enforcing.

Q. Thank you.

And you mentioned just briefly, I think a couple responses ago, that -- the question I asked was a little bit difficult to answer because it's a policy question and you aren't involved in the policymaking in that -- in that area.

And so I'm just wondering: Can you identify who would be involved in making those policy decisions.

A. So I'm involved, but I'm not the one that makes the final policy decision. As the State Fire Marshal, it is -- the Commissioner and his designees make those policy decisions. I just advise on the legal implications and what the state law allows.

Q. Thank you.

Okay. So going back to the complaint process. Who would be making such a complaint?

- A. The statute allows any person to make a complaint in writing.
- Q. Okay. And that complaint, to whom would that complaint be submitted?
 - A. Anyone in the office.

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6 Q. Apologies. Let me clarify.

To which office or department or government entity would such a complaint be filed?

So we have a generic email account.

receive complaints through that. We receive complaints through the Commissioner's suite. We receive complaints to the Governor's office. We receive complaints to individual inspectors. And then other state agencies or local governments will send us complaints.

Q. Okay. Thank you.

Okay. So once SFMO receives a complaint on a matter that it will be moving forward with, I guess, exercising its jurisdiction and enforcing the provision, what would -- what would be the first step in enforcing that provision?

A. Usually the first step would be that an inspector would go to the location where the complaint is alleging a code violation and they would conduct what we call a safety inspection.

- Q. And what does a safety inspection involve?
- 2 A. When an inspector conducts a safety
- 3 | inspection, they're primarily looking to the
- 4 allegations made in the complaint for a life safety
- 5 hazard or code violation. In addition to the
- 6 allegations made in the complaint, if there's any
- 7 visible life safety hazard, they also address that.
- 8 Q. Okay. And when you say they "address that,"
- 9 would you mind explaining what you mean by "addressing
- 10 | that."

- 11 A. So it would depend on the violation. For
- 12 example -- do you need a for example?
- 13 Q. Yes, please. I was about to ask: Could you
- 14 provide an example? So thank you.
- 15 A. The easiest example is, like, double doors.
- 16 If an inspector were to go to a facility and the double
- 17 doors are chained, they would note in the inspection
- 18 report that that was a violation. However, they would
- 19 also require the property owner at that moment to
- 20 unlock those doors because it is such a serious
- 21 | violation and poses such a serious risk to the
- 22 occupants of the building, that that's how something
- 23 like that would be addressed.
- 24 Something that would not be as serious
- 25 would simply be noted on an inspection report and the

- owner would be required at whatever time frame the inspector allows to fix it. So the remedy obviously depends on the nature of the violation.
- Q. Okay. And do inspectors receive any type of guidance, information, or training on how to determine which violations are serious and require immediate response or -- versus those that would be responded to in some other form?
- 9 A. Yes.
- 10 Q. And what -- so, I guess, let me break that 11 down.
- Do they receive guidance as to that information?
- 14 A. Yes.
- 15 Q. Okay. And what form does that guidance take?
- 16 A. So it will depend on the issue. Sometimes
- 17 it's just in a staff meeting. And sometimes our office
- 18 issues formal guidance not only to inspectors but to
- 19 the general public.
- 20 Q. Okay. And the staff meeting, who would be --
- 21 is that all the staff of SFMO or particular people
- 22 within SFMO?
- 23 A. Most likely, the Codes Enforcement Division,
- 24 the inspectors within that group.
- Q. Okay. And would the inspectors also receive

distribution during trainings for inspectors -- either
new inspectors who have just joined or ongoing
trainings that inspectors may receive?

A. So if a training is provided that requires a publication, then they would maintain that document. So if it's being provided to any members of the public or like a presentation at a meeting, that would be maintained.

Q. Okay. Thank you.

Okay. So we -- once an inspector -- I'd like to go -- sorry. I'd like to go back.

We were going through the process of responding to a complaint that has been filed. So once an inspector visits the site of the alleged violation and makes a determination about whether a violation is more serious and requires immediate response or less serious, if the inspector determines that it is a less -- or less serious violation, what would be the next step in responding to that violation?

A. An inspection is completed. And if a violation is discovered, the inspection form asks for a Plan of Corrective Action, or a PoCA. And the inspector will set a deadline by which the property owner must make the identified corrections.

Q. Okay. And, actually, I have one more question

- role as attorney for the State Fire Marshal's office,
 we are from time to time asked to just review
 legislation that's been filed.
- Q. Okay. And that -- and would it be the -- who would ask the -- not the individual -- but, like, what official would ask the Legal Department to conduct a bill analysis?
- 8 A. So we receive assignments from our legislative 9 team.
- 10 Q. Okay. And I'd like to ask who -- or which officials are members of the legislative team.
- A. So Alex Lewis is the Assistant Commissioner and then Shiri Anderson, Graham Tudor -- this is embarrassing. I forgot her name. Candice Dawkins.
- 15 She's not my contact.
- 16 Q. Okay.
- 17 A. I forgot her name.
- 18 Q. Okay. Thank you.
- 19 And -- okay. Thank you.
- 20 So can I ask what state interest does this
- 21 Act serve?
- MR. RIEGER: I'll object to the form of the question.
- Go ahead and answer, to the extent you can.
- $25 \parallel A$. The state interest that this Act serves is a

notice interest, providing people who may be using
facilities where there is a reasonable expectation of
privacy what they may encounter.

Q. Okay. And when you say "notice interest," are you aware of other provisions of the Tennessee

Building Code that further a notice interest?

MR. RIEGER: Object to the form of the

question.

Go ahead and answer.

THE WITNESS: Okay.

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A. There are requirements for, like, exit signs that would provide notice for individuals in the event of an emergency. There are general -- I think that's probably the most obvious one, is that exit sign requirement.

Q. Okay. And are there -- so sticking with the example of exit signs.

Are there other interests that -provisions of the Tennessee Building Code that require
exit signs serve?

MR. RIEGER: Object to the form of the question.

Go ahead and answer.

A. Again, earlier when I talked about the concern regarding the hazards for life and safety as they

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notice interest?
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             MR. RIEGER: Object to the form of the
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 3
    question.
 4
                 Go ahead.
              I cannot. But not -- I cannot identify one,
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    simply because I have not reviewed the statutes to
7
    address that question.
8
    0.
            Okay. Thank you.
                 Okay. So now I'm going to ask you about
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    some of the language in the -- in the Act itself.
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                 So under Section 1, Subsection (a), there's
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    a paragraph that begins, "a public or private entity or
    business . . . " Do you see that paragraph?
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14
    Α.
             Yes.
15
             Okay. Would you mind just reviewing it
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    briefly and, then, I'm going to ask you some questions
    just about Subsection (a).
17
              (Witness reviewing document.)
18
                 All right.
19
20
             Okay. Could you please define the phrase
    Q.
    "biological sex" as used in this provision of the Act.
21
             MR. RIEGER: Object to the form of the
22
23
    question.
24
                 Go ahead.
25
             The statute does not define "biological sex."
    Α.
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- So as far as statutory interpretation goes, you would consider the plain meaning of that text.
- Q. Okay. And what is the plain meaning of "biological sex"?
- 5 A. It would simply be the ordinary understanding 6 of "biology" and "sex."
- Q. Okay. Would you mind -- could you please provide the ordinary meaning of "biology" and "sex."

9 MR. RIEGER: Object to the form of the 10 question.

- Go ahead.
- A. So I would -- I would understand "biology" to be the body, the being; and then "sex" to be either male or female.
- Okay. And when you say "the body," are you referring exclusively to physical -- the physical outward presentation of the body?
- MR. RIEGER: Object to the form of the question.
- 20 Go ahead.
- A. I went to law school. I am not a scientist.

 My understanding of "biology" is that it could be the

 outward -- that is a component; but I cannot speak to

 the technical term with a scientific understanding. Or

 I couldn't -- nor could I interpret that. That would

1 being for a judge to decide.

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- Q. Okay. And does SFMO or the Department of
 Commerce and Insurance provide guidance to inspectors
 about how to interpret "biological sex"?
 - A. So we have been enjoined from enforcing the

 Act. So there has been no need to provide any guidance

 to the inspectors regarding that phrase.
- Q. Oh. Sorry. I thought somebody was sayingsomething.

So I'd like to get a sense of how an inspector, if the law were not enjoined, would go about enforcing the provisions and recognizing whether a violation of the Act has occurred. And so would an inspector -- what information or knowledge would an inspector be expected to rely on in order to identify if a violation of this Act has occurred?

MR. RIEGER: Object to the form of the question.

Go ahead and answer, please.

- A. The statute places the burden of making that determination on the entity or the business and not the inspector.
- Q. Okay. And are you aware of any instances,
 besides this Act, in which the individual business
 owner or building operator is relied upon to determine

that determination on the entity and not the State Fire Marshal's office. The State Fire Marshal does understand "sex" to include male and female, as we discussed in the Plumbing Code with water fixtures if a facility elects to have separate facilities. That's how the State Fire Marshal's office would need to understand "biological sex" as a term.

Q. Okay. And if SFMO -- were the Act not -- were SFMO not enjoined from enforcing the Act, were SFMO or the Department to receive a complaint alleging a violation of the Act, how would SFMO proceed with investigating the merits of that complaint?

 $$\operatorname{MR.}$$ RIEGER: Object to the form of the question.

Go ahead and answer.

A. So like any complaint, the complaint -- I don't know that it's called a Complaint Coordinator -- but the person responsible for reviewing the complaint would determine if we were the authority having jurisdiction. If we were, it would be sent to an inspector to schedule an inspection. If we were not the authority having jurisdiction, we would send it to the exempt jurisdiction for them to inspect.

If an inspection were conducted and they determined that there -- they would look to see whether

there was a sign or whether there was not a sign. We would send the inspection report to the property owner, reporting the results of the inspection. And, again, the statute puts the burden on the business owner to either post a sign if they have a policy that allows a member of either biological sex to use the public restroom. If they do not have that policy, they are not required to post that sign. So we would notify them of the statute and give them a time frame in which to contact our office to report compliance with the statute.

question.

Q. Okay. Is there anyone within -- any official or agent within SFMO or the Department who is capable of receiving inquiries from business owners who operate buildings about how to interpret the term "biological sex" as it is included in this provision of the Act?

MR. RIEGER: Object to the form of the

Go ahead and answer.

A. Our office would likely encourage the public or private entity to consult with their consultants to determine whether they have a policy that requires posting that notice and that it would not be our office's position to opine on whether a business needs that policy. That would be on them.

Q. Okay. Let me clarify.

Not whether they are -- I'd like to clarify that I'm not asking whether there would be somebody at SFMO or the Department who would opine on whether a business owner should or, you know, must have a policy based on the Agency's interpretation of biological sex, but whether there would be somebody to provide guidance or information to business owners about how to comply with this Act and specifically by providing information about the definition of "biological sex."

 $$\operatorname{MR.}$$ RIEGER: Object to the form of the question.

Go ahead and answer.

- A. I think in this instance we would provide them with the statute and rely -- ask them to rely on the plain meaning of the text, as we are. And if they have further questions, they should contact the people that are either on their staff or that they can hire to answer any more specific questions.
- Q. Are you aware of any other provisions of the Tennessee Building Code, the International Plumbing Code as adopted by Tennessee, or the International Business Code {sic} as adopted by Tennessee in which a business owner who seeks to comply with the provisions of the law would be instructed to determine their own

 $$\operatorname{MR.}$$ RIEGER: Object to the form of the question.

Go ahead and answer.

A. So what we have done in the past is if there's a question, we would say -- we would need for the person asking whether they need to be licensed to show us why they're -- usually it's they're asking not to be licensed. And so we have asked that person to say why that explosive that they're using isn't one of the defined. And it's usually there's a defined term, which is not the case in this statute. But we ask them to show why it's not a thing that we regulate.

So it's not an exact comparison. But, yes, there are instances where we rely on other people to define or to explain if what they're doing is a violation of the statute.

Q. And in that instance, would an assurance from the subject of the investigation be sufficient? Or would SFMO seek information and guidance elsewhere?

 $$\operatorname{MR.}$$ RIEGER: Object to the form of the question.

Go ahead and answer.

A. It likely would be sufficient, because we recognize that there are other parties that are interested in regulating. And I believe it is a crime

to submit -- to knowingly submit false information to a state agency. So we do rely, a certain degree, on a licensee or a member of the public's truthfulness in dealing with the state agency.

We always have the ability, if -- if we receive a complaint or if something happens, to go back and question that person and then we have documentation that they have submitted -- potentially submitted false information to a state agency in a regulatory context.

But, no, we don't have a separate enforcement agency that verifies every assurance that is made to either the State Fire Marshal's office or the Department.

Q. Okay. And how is -- how does the Department or SFMO, how do they make a determination about whether a statement made by the -- by the business owner was a false statement?

 $$\operatorname{MR.}$$ RIEGER: Object to the form of the question.

Go ahead and answer.

A. The most public example that I can recall is we had an applicant who was trying to become licensed as an explosives -- a blaster, and the form -- this was before the Fresh Start Act. So the form asked if the person was -- had ever been convicted of a felony. The

- 1 Q. Yes. So is it SFMO's position that the way
 2 that an inspector determines if a business is required
 3 to post the sign mandated by the Act, is by seeing
 4 whether the sign that is mandated by the Act has been
 5 posted?
- 6 A. Yes.
- 7 MR. RIEGER: I'll object to the form of the 8 question.
- 9 MS. PICASSO: Okay.
- MR. RIEGER: But the answer stands.
- MS. PICASSO: Thank you.
- Q. (BY MS. PICASSO) And are there any other
 ways, besides the posting of the mandated sign, that an
 inspector or any official from SFMO or the Department
 can determine whether a business is required to post
 the sign?
- MR. RIEGER: Object to the form of the guestion.
- 19 Go ahead and answer.
- 20 A. I guess the only other way would be if the
 21 property owner or the business owner said -- told the
 22 inspector they had a policy.
- 23 Q. Okay. Okay.
- So based on SFMO's interpretation of the Act, is a business required to post a -- to post this

mandated sign solely because it allows transgender people to use the restroom that aligns with their gender identity?

 $$\operatorname{MR.}$$ RIEGER: Object to the form of the question.

Go ahead and answer.

- A. I'm going to have to ask you to repeat the question.
- 9 Q. Okay. So is it SFMO's position that -- and
 10 interpretation of the Act that a business is required
 11 to post the sign mandated by the Act solely because it
 12 allows transgender people to use the restroom that
 13 aligns with their gender identity?

MR. RIEGER: Object to the form -- same objection.

Go ahead.

- A. So the State Fire Marshal's position is limited to the text of the Act. The -- it is clear, from the definition of "public restroom," that they are addressing facilities open to the general public, designated for a specific biological sex in a facility or area where a person would have a reasonable expectation of privacy.
- So the State Fire Marshal's office position is that the notice is required in areas where a person

has a reasonable expectation of privacy to have notice as to which biological sex will be using that facility.

Q. Okay. So an inspector -- for example, if

SFMO -- an SFMO inspector were at a building inspecting a violation completely unrelated to this Act and witnessed a transgender woman entering the women's restroom, would that -- and witnessing that there was no sign as mandated by this Act, would that inspector be able to note that as a potential violation of the Act, at least warranting further investigation?

MR. RIEGER: Object to the form of the question.

Go ahead and answer.

A. So the inspector would have to -- if the inspector were at the facility and inspecting an allegation or an alleged code violation that didn't address the Act, the only other -- the only other items that they are -- the only other items that they are to note in their inspection report are serious life safety hazards or violations that they see on their way to conduct that inspection of the underlying allegation.

So I -- it would be likely that -- well, I

can't say that.

I do not know how the inspector would note -- you said a transgender woman using a women's

1 restroom?

- Q. Yes.
- A. I do not know how that would be -- can you ask a clarifying question?
 - Q. Yes. Okay.

So if SFMO is made aware, either through a complaint or an inspection, that a business that is open to the public and subject to the Act is permitting transgender -- let's just stick with a transgender woman -- to use the women's restroom, would SFMO or the Department see that as a potential violation that at least warrants further investigation?

MR. RIEGER: Object to the form of the question.

Go ahead and answer.

- A. So if the sole allegation in the complaint is a violation of this Act, our department would send -- would likely send a notice to the property owner that we received the complaint and that they had 30 days to notify us if they were in compliance with the Act.
- Q. Okay. And in this example, if a business owner responded to that notice and said, "My business will continue to allow transgender people to use the restroom that corresponds with their gender identity" -- full stop -- what steps, if any, would

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SFMO take in response to that?

MR. RIEGER: Object to the form of the question.

Go ahead and answer.

A. So the other remedies that set forth action the Fire Marshal's office can take in Title 68 are limited to -- most of the other remedies are limited to the hazards from fire. Our office does not consider the violation of the Act to present a hazard from fire.

So there is the general provision that a violation of the Chapter is a Class B misdemeanor. And so as we have done with other violations that either did not constitute a violation that presented a fire hazard or issues that we have -- we have not been able to obtain compliance through our actions, we would refer it to the local District Attorney for them to review.

Q. Okay. Is there any statutory or regulatory provision that prevents SFMO from taking further enforcement action in that situation, even if there is no presence of life or safety hazards?

- A. That prevents the Fire Marshal?
- 23 O. Uh-huh.
- 24 A. So I believe -- I'm reviewing the
 25 interrogatory, because I think we addressed this there.

(Witness reviewing document.)

Yeah. The response to Interrogatory 4 provides that any person who violates a provision of the Chapter commits a Class B misdemeanor. And so our office does not interpret that to mean any private person. We hold ourselves to the same standard.

- Q. I'm sorry. Could you -- could you repeat that?
- 9 A. So you were saying if there -- you were
 10 asking -- I guess, restate the question so I can make
 11 sure I'm answering it.
 - Q. So what I'm asking is: Is there any statutory or regulatory provision that would prevent SFMO from further -- taking any further enforcement action in response to the hypothetical that I posed earlier, other than as a general practice SFMO will only usually, you know, proceed with enforcement where there's a life or safety hazard?
- MR. RIEGER: I will object to the form there.

 But go ahead and answer.
 - A. So we're obviously limited by our statutory authority, the jurisdiction that we're given by the General Assembly. And so some of the remedies that are set forth in our enabling statutes do restrict how we can use that authority. So those statutes would

prevent us from taking action, if a violation of the Act didn't meet those standards.

However, because of Tennessee Code

Annotated 68-120-108, application of the Building Code
is not arbitrary and that any person who violates that
provision would commit a Class B misdemeanor. So we
are bound by the statute, just as the business owners
are bound by the statute.

Q. Okay. So is it SFMO's position that they lack the statutory authority to further -- to enforce the provisions of this Act beyond the issuance of a Notice of Compliance?

MR. RIEGER: Object to the form.

Go ahead.

- A. So the State Fire Marshal's office -- yes.
- Q. Okay. Thank you.

17 Okay.

MS. PICASSO: Why don't we -- is it all right if we take five? I have to use the restroom. Like, I'm drinking a lot of water over here. Is that all right with you? We could take five.

MR. RIEGER: That's fine.

MS. PICASSO: Okay.

MR. CASTELLI: Do you want to maybe do ten, come back at 10:15 --

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So are you aware of any incidents in which an individual filed a complaint with the Tennessee

Department of Commerce and Insurance or with the SFMO relating to a transgender person using a restroom at a business open to the public?

A. No.

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- Q. Okay. And I just want to be clear. Is that information that you -- that you would be aware of, were it to exist?
- MR. RIEGER: Object to the form of the question.
- Go ahead and answer.
- A. So I do not review every complaint. I get
 questions if an inspector or if the person reviewing
 the complaints doesn't know where to send them. And so
 it would be likely that I would be aware of a
 complaint. Because until the Act passed, that was not
 something that our office was responsible for --
- 19 Q. Okay.
- 20 A. -- in our jurisdiction. I need to make that 21 clear too.
- 22 Q. Yes. Yes.
- And is a complaint filed by an individual required to cite to a specific provision of the

 Tennessee Building Code that they suspect is being

- to have to -- I don't know the -- it's review of exempt jurisdictions, I think.
- Q. Okay. And is that a rule that was issued by SFMO or the Department of Commerce and Insurance?
 - A. So our rules are promulgated by the Department, reviewed by the Governor's office, the Attorney General's office, and the General Assembly.
 - Q. Okay. So were enforcement of the Act not enjoined, would persistent noncompliance or non-enforcement of the Act by the exempt jurisdiction discovered during a routine audit be grounds for revoking that jurisdiction's exempt status?
 - MR. RIEGER: Object to the form of the question.

Go ahead and answer.

- A. If the failure to enforce the Act were the only finding in the audit, an ALJ would have to make a determination that the exempt status would be revoked. However, as we stated, the authority is to enforce standards incident to the design, construction, alteration, and repair of buildings and structures.
- And so an ALJ would just have to find that the violation of the Act meant that the exempt jurisdiction could not adequately perform those requirements. The state -- let me clarify.

The State Fire Marshal's office doesn't revoke an exempt jurisdiction status. That's a hearing before an ALJ.

- Q. And would that hearing be initiated by either SFMO or the Department of Commerce and Insurance?
- A. Yes. We would file a notice of hearing and charges, but we would not make that determination.
 - Q. Okay. And in filing that complaint and those charges to the ALJ's office, would SFMO or the Department be required to list the persistent violations that are the subject of the complaint?

MR. RIEGER: Object to the form of the question.

Go ahead and answer.

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- A. The notice would require us to provide the exempt jurisdiction with notice as to why we were requesting the revocation of their exempt status. So we would have to provide notice of the alleged violation and, then, the Administrative Law Judge is a neutral party that would determine whether that justified revoking the exemption.
- Q. Okay. In an exempt jurisdiction, can SFMO still enforce the Building Code or are they prohibited from doing so by statute or regulation?

MR. RIEGER: Object to the form.

Go ahead.

A. The Building Code authority flows through the Commissioner of Commerce and Insurance. Again, if there's a conflict, it's up to the State Fire Marshal to resolve. And there is the provision in statute that locals -- or that we have concurrent jurisdiction. So we would not be prohibited.

It's, I guess, a question of practice that
I would leave to the Assistant Commissioner or
Commissioner to make.

Q. Okay. And if SFMO receives complaints of a specific type of -- a specific violation of the Tennessee Building Code, could that be a basis for SFMO to pursue enforcement of that provision without relying on the exempt jurisdiction to enforce it itself?

MR. RIEGER: Object to the form.

Go ahead.

A. The practice of this office has been when -when possible, allow the local exempt jurisdiction to
be the authority having jurisdiction. There are times
when the local exempt jurisdiction either cannot handle
something and they request help from our office. We
will help them.

Or if they -- there have been times when they have declined and asked us to pursue action

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because they can't. We will take action. The State
Fire Marshal's office, like every other state agency,
has limited resources and cannot be the super enforcer
for all exempt jurisdictions across the state.
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There is some expectation that if an exempt jurisdiction is going to be an exempt jurisdiction, they need to be the -- they need to be the authority having jurisdiction.

Q. Okay. But there are no provisions of statute or regulation that prevents or prohibits SFMO from stepping in to enforce those provisions of the Building Code that are being -- that the exempt jurisdiction is refusing to enforce?

MR. RIEGER: Object to the form.

Go ahead.

- 16 A. Not to my knowledge.
- 17 Q. Okay. Thank you.
- Oh. And you mentioned that Nashville --
- 19 Metro Nashville is an exempt jurisdiction. Is that
- 20 correct?

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- 21 A. Yes.
- 22 Q. Okay. Is Chattanooga an exempt jurisdiction?
- 23 A. I believe so. I know Hamilton County is. I
- 24 | think Chattanooga is too.
- 25 Q. Okay. Thank you.

And it reads: "Carter Lawrence, 1 2 Commissioner, was contacted by Jim Brown, lobbyist for 3 the National Federation of Independent Businesses, asking about the Department's plan for enforcement of 4 the Act." 5 6 And I'm wondering if you can tell me, when 7 did that occur? That occurred in June of 2021. 8 Α. Okay. Thank you. Q. 10 And did Commissioner Lawrence respond to 11 the question? 12 I was not there, so any information I have is a result of my position as an attorney with the 13 14 Department. 15 Okay. And I think I know how you're going to 16 answer this, but I'm going to ask anyway. 17 What was his response? 18 Α. I do -- I cannot speak to his response. Okay. I'd like to jump to Defendants' 19 response to Plaintiffs' Interrogatory No. 11, which is 20 21 on page 11, specifically the sentence that reads: "Defendants submit that the term 'biological sex' 22 23 possesses an ordinary meaning for which no further 24 elaboration is necessary." 25 And I would just like to ask, specifically

in response to this: What the ordinary meaning of the 1 2 term "biological sex" is that is referenced in this 3 response? MR. RIEGER: Object to the form. 4 Go ahead and answer. 5 So we went through this a little bit earlier. 6 So "biological" would have the same -- the meaning of 7 8 being, you know, the body, exterior and interior; and then "sex" would be either male or female. 9 10 Okay. And so just to clarify. Earlier we hadn't distinguished, you know, interior or exterior 11 12 body. And so I'm just now seeking clarification, that 13 that internal and external components, are you -- are 14 you suggesting that that is part of the ordinary 15 meaning of the term "biological sex"? 16 MR. RIEGER: Object to the form. 17 Go ahead and answer, please. 18 Again, I limit my lack of scientific knowledge. I don't -- I think the ordinary meaning of 19 "biological" is not just exterior. 20 21 Okay. Is there anyone within SFMO or the Department of Commerce and Insurance with the requisite 22 23 scientific knowledge to provide the ordinary meaning of

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MR. RIEGER: Object to the form.

the term "biological sex"?

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Go ahead and answer.

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- A. So as we stated earlier, it is not necessary for the Department to interpret that, as it is not a defined term. You use your ordinary meaning. And the Act places the obligation to make that determination on the property owner, the business owner.
- Q. So a business owner is required to interpret the term "biological sex" despite the Act itself not providing a definition for "biological sex" within its provisions?
- MR. RIEGER: Object to the form of the question.

Go ahead and answer.

- A. So the statute makes clear that it's the responsibility of the operator of the public or private entity or business to determine their policy as it relates to who may use the restrooms.
- Q. Okay. Would you agree that generally a term that has an ordinary meaning would also have a definition or be definable in some manner?
- 21 MR. RIEGER: Object to the form of the 22 question.
- Go ahead and answer.
- 24 A. So I think words -- well, can you clarify your 25 question?

Q. Yes. So I'm just trying to get a sense of what it means for a term to have an ordinary meaning as described -- or as referenced, rather, in Defendants' interrogatory -- in Defendants' response to Plaintiffs' Interrogatory No. 11.

MR. RIEGER: Object to the form.

Go ahead and answer.

A. So there are lots of words that are used in statutes that are not defined. In fact, it's -- that's -- most statutory language is not comprised of defined terms. So it's -- it's common to use whatever ordinary meaning that we assign words, to assign those words to words in statutes that are not defined terms.

But, again, in this instance, it's not up to the State Fire Marshal's office to determine that definition. It's on the property owner.

Q. Okay. I understand that not all terms in statutory provisions are defined within -- within those statutes. What I'm trying to get a sense of is: What meaning is being ordinarily assigned to the term "biological sex" in order for the SFMO to even determine what the Act means?

MR. RIEGER: Object to the form.

Go ahead and answer.

A. So, again, the Fire Marshal's ability to

1 determine what the Act means and how a part -- a 2 business property owner is or is not complying, in 3 order for us to do that, we rely on the property owner and their policy to establish that. Beyond just 4 saying, you know, there is -- I think it's 5 unsatisfactory, but that's my answer. 6 7 Okay. And can an entity owner or business Ο. 8 owner say that "biological sex" has no meaning 9 whatsoever and SFMO would be required to accept that 10 business owner's interpretation of the phrase "biological sex" as it appears in the Act? 11 12 MR. RIEGER: Object to the form of the 13 question. 14 Go ahead. 15 So my question to you would be: How would Α. that -- can we walk through that? 16 So you mentioned that SFMO, in enforcing 17 Yes. 18 this Act, would be relying exclusively on the building owner's interpretation of the phrase "biological sex" 19 20

this Act, would be relying exclusively on the building owner's interpretation of the phrase "biological sex" as it appears in the Act. And my question is: Should a business owner say the phrase "biological sex" has no meaning whatsoever and has no significance, would SFMO be required to accept that entity's interpretation of the phrase "biological sex" in that instance?

MR. RIEGER: Object to the form of the

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question.

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Go ahead and answer.

- A. So I would presume that the plain meaning of the text, which says either biological sex, would be male or female, if the property owner basically -- it sounds like you're saying the property owner is basically denying that the statute has any application?

 Q. Or any meaning whatsoever.
- A. So I think -- yeah, okay.
- So I think what's going to -- what would happen is -- so you're asking what happens if a business owner is not going to comply with the statute because they're arguing that it doesn't have -- the term "biological sex" doesn't have a meaning? Is that what you're asking?
- 16 0. Yes.
- A. Okay. So normally in instances -- in any provision where a property owner refuses to comply with a statute that we are tasked with enforcing, we would refer it, if appropriate, to the local District Attorney for them to enforce.
 - Q. Would SFMO be prevented by any statute or regulation from taking further action -- any other further action besides forwarding it to the local prosecuting law enforcement agency?

MR. RIEGER: Object to the form. 1 2 Go ahead. 3 Prevent it from taking additional action? Α. 4 Yes. Ο. Such as? 5 Α. 6 Any action that -- any enforcement action 7 whatsoever, other than forwarding it for further 8 prosecution by the local DA. So I -- the Act has been passed. It's a 9 10 requirement passed by the General Assembly, put in the statute for our enforcement. Because Tennesseans have 11 12 a reasonable expectation that statutes passed by the General Assembly should be enforced, that would be our 13 14 course of action, to refer it. 15 So is it your testimony today that SFMO's only recourse in that situation, no other recourse would be 16 available other than to forward it to the local -- the 17 local prosecutor for further -- for further 18 prosecutorial enforcement? 19 20 MR. RIEGER: Object to the form of the 21 question. Go ahead and answer. 22 23 So this doesn't meet the requirement that we Α. 24 could order a remedy of removal because it doesn't 25 address a fire safety hazard.

My understanding in your question is that the property owner was refusing to comply.

Q. I think perhaps I can clarify.

The property owner in the hypothetical is not refusing to comply, but simply saying the term "biological sex" has absolutely no meaning whatsoever and, therefore, I don't even know what it is that you are contacting me about in terms of violation of this Act.

MR. RIEGER: To the extent that clarification represents a new question in some different form, I will object to the form.

But go ahead. Go ahead. Or continue your answer, whichever -- whichever it was.

A. So I think the plain meaning of the text clearly says in several areas, either biological sex. We understand that typically to mean, especially when it says "unisex" or "single-occupant restroom," that it would be male or female. If that -- if a property owner does not consent that that's what that means, I think that we -- our office doesn't typically get into the business of arguing legal issues and legal interpretation with either property owners or licensees.

If we were unable to obtain compliance with

- any statute, we take appropriate remedy, up to and including in this instance, would be referring and would -- there are some matters that our office can't resolve that would have to be resolved through private litigation.
- Q. Okay. And just to be clear. I understand that your earlier testimony was that the only way for SFMO to interpret "biological sex" as it appears in this Act is by relying on the business entity's own interpretation of the language in the Act?
- MR. RIEGER: Object to the form.

 Go ahead.
- A. So, yes, the business entity sets a policy to determine who will use their facilities. In the context of non-unisex or non-single-occupant restrooms or family restrooms.
 - Q. Okay. Thank you.

- Oh. Sorry. I didn't mean to interrupt. I
 wasn't sure if you were finished. Okay. I'm sorry.
 Okay.
- So if we can move on to number -
 Defendants' response to Interrogatory No. 14, which is
 on page 13, specifically the sentence that reads, at
 the bottom of the paragraph: "If required to enforce
 the Act, the Department would rely on the language of

public restroom within the building or facility' 1 2 because enforcement of the Act is enjoined." 3 But, "If required to enforce the Act, the Department would rely on the language of the Act and 4 whether the facility or building posted a sign." 5 6 So my next question is -- you know what? 7 We can strike that. 8 And, actually, we could just move on from 9 that one because I've already asked. So -- sorry. I'm just looking through my 10 11 notes. 12 (PAUSE IN PROCEEDINGS.) 13 (BY MS. PICASSO) Let's actually jump to Q. 14 No. 15 -- response to No. 15, the paragraph that -- or 15 the sentence that reads: "Were no injunction in place, 16 the SFMO would note on an inspection report whether a sign was posted . . ." 17 18 And I just want to know: So in this example, the inspector would arrive to conduct an 19 20 inspection and then what would happen at that point? 21 Once they're there conducting the inspection, what -- I guess, what would occur at that time? 22 23 MR. RIEGER: Object to the form. 24 Go ahead. 25 So as we stated earlier, the Act requires a Α.

private entity or business that operates that facility 1 2 to have a sign if their policy allows members of either 3 biological sex to use the facility. The inspector would have noted if there was a sign present 4 communicating that policy. And then if there was no 5 sign, then the inspector would note that there was no 6 7 sign and would draw the conclusion that there is no 8 policy, because a business owner is required by law to 9 either have the sign or not based on their policy. 10 Okay. And in that same response, there's a sentence in the middle of the paragraph that says, "The 11 12 inspectors would not have asked follow-up information from the property owner." 13 14 So does that mean that SFMO would not -- in 15 the case where an inspector arrives at the facility, 16 notes that there is no sign, that the inspector would not ask the business owner any additional information 17 18 and would simply note the lack of sign? I guess I'm trying to understand what "not 19 20 asking any follow-up information from the property 21 owner" means. 22 So --23 Object to the form. MR. RIEGER: 24 Go ahead. 25 THE WITNESS: Sorry.

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1	AMENDMENT SHEET	
2	I, the undersigned, JOYCE LEIGH FERGUSON, do hereby certify that I have read the foregoing deposition in the case of BONGO PRODUCTIONS vs. CARTER	
4	LAWRENCE and that, to the best of my knowledge, said deposition is true and accurate with the exception of the following corrections listed below:	
5	PAGE/LINE/REASON	
7	14/17 /" where we are (not have) the authority" 15/13/ strike 200' and replace with 300'	
8	19/11/1 SITTLE DEV AVIOL VEPTAGE WITH SOU	
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21	1/24/2022 amotal lance.	
22	Date Signature of Witness	
23	Sworn to and Subscribed before me, this gun day of haven, 2022.	100
24 25	Notary Public My Commission Expired	THE REAL PROPERTY.
43	Modely Fubile	51